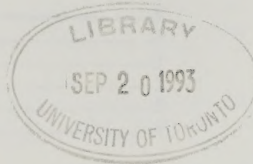




July, 1988

The Honourable Premier David Peterson
Premier of Ontario

His Worship Mayor Art Eggleton
City of Toronto



Dear Premier Peterson and Mayor Eggleton:

On May 10, 1988, you asked that we form a committee of senior Provincial and City Officials to evaluate the feasibility of developing a new neighbourhood in the area immediately to the east of the St. Lawrence Neighbourhood. A primary goal is to have a significant proportion of the housing for low and moderate income households.

The committee was formed and has met each Friday morning since then to steer the study and review the findings of staff assignments of the previous week. This process has resulted in the attached report.

We have concluded that the development of a new neighbourhood would have substantial benefit. It would be seen as a dramatic move to address the need for affordable housing in a city with the most extreme housing crisis in the Province. It furthers the objectives of creating partnerships between the Province and municipalities to deliver housing. It offers an opportunity to convert an underutilized industrial area into a viable neighbourhood that builds on the success of the St. Lawrence Neighbourhood next door. It would be a catalyst for further private sector investment in the eastern portion of the City's Waterfront and finally, it would present an ideal opportunity to improve environmental conditions, not only for the benefit of future residents on the site but for those in surrounding neighbourhoods.

We believe that it is possible to develop a neighbourhood with 6,000 to 7,000 units of housing and a good mix of commercial, light industrial and ancillary services. Approximately 60 percent of the new housing will be developed as affordable and non-profit, of which a minimum of 35 percent will be assisted. This will be achieved through a diversity of builders. The overall density and the form of the buildings would be similar to the St. Lawrence Neighbourhood. We would expect full cost recovery over the life of the project and that the neighbourhood would attract significant private, as well as public, investment.

The committee developed an illustrative plan for the new neighbourhood in order to undertake the analyses required. We stress this is at a conceptual stage and will evolve as detailed planning for the neighbourhood progresses.

The project is a clear demonstration of a partnership arrangement between two levels of government to meet the vital need for housing in Toronto. The partnership is based on an agreement whereby the City will take the lead as developer and the Province will guarantee the funding required to redevelop the site and create a new neighbourhood.

We would be pleased to meet with you to discuss in more depth the various elements of this project.

Sincerely,

Co-chair
Dennis P. Caplice
Deputy Minister
Ministry of Government Services

Co-chair
Tom Greer
Executive Assistant
Mayor of Toronto

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The Wickett & Craig Building
The McCord Site
Canada Packers
Canada Packers Chimney
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I. EXECUTIVE SUMMARY

St. Lawrence Square is a proposal to create a new community close to Toronto's downtown. Seventy acres of underutilized industrial land and railway tracks lying between the St. Lawrence Neighbourhood and the Don River Valley will be transformed into a new neighbourhood; a neighbourhood which will be home to more than 12,000 people and contain a full range of local services.

Today, fewer than 1000 people are employed in the area and this will actually rise with the creation of the new community. In addition, a relocation program will aid existing businesses that need it.

The proposal also addresses key environmental questions and its implementation will bring significant improvements to existing environmental conditions. Careful attention has been given to air quality and soil conditions and several important point sources of emissions will be acquired as part of the program.

St. Lawrence Square represents a very important Government of Ontario initiative with respect to the provision of new affordable housing. It also responds to important policy objectives of the City of Toronto by providing housing in the City's Central Area for a wide variety of people. St. Lawrence Square is a partnership between the Province and the City of the best sort; working together to meet the goals of both levels of government in serving the needs of the people of Toronto.

The goals of the development program itself will include:

- Providing 60 percent of the new housing as affordable and non-profit of which a minimum of 35 percent will be assisted. This will be achieved through a diversity of builders;

- Developing a new neighbourhood with open space, shops, community services, and a built environment that echoes and builds on the qualities and strengths of the City's existing neighbourhoods;
- Respecting the important heritage buildings in the district and carefully planning the new community to closely relate to nearby parts of the city much as the St. Lawrence Neighbourhood has done;
- Developing the new neighbourhood quickly to respond to the very great need that now exists in Toronto for new housing; and
- Improving existing environmental conditions to ensure that they are compatible with the proposed development.

One hundred years ago St. Lawrence Square was a residential neighbourhood in the City. It can be again. It can provide affordable housing in Toronto, improve environmental conditions, and be an important new neighbourhood within Toronto's family of neighbourhoods.

The initial community concept illustrated in this report provides an opportunity for government to work towards solving a severe housing crisis in an innovative and exciting manner. The public sector development being proposed builds on the success of the St. Lawrence Neighbourhood and, in combination with that existing community, is probably without parallel in any Canadian city.

II. THE CASE FOR URGENCY

A. The Problem

- A serious shortage exists in the supply of affordable housing which has not kept up with economic and population growth in Toronto.
- Strong growth in housing prices is making ownership increasingly difficult to achieve. Recent estimates prepared for the Toronto Home Builders Association by Frank Clayton Associates indicate that "only 4 percent of the potential homebuyer tenant population could afford to buy a \$200,000 home". This is now the average price of a house in Metropolitan Toronto.
- Rental vacancy rates remain extremely low. Canada Mortgage and Housing Corporation (CMHC) survey data indicate that 1987 vacancy rates were 0.1 percent for the Toronto Census Metropolitan Area and 0.3 percent for the City of Toronto. These rates have rarely reached 1.0 percent during the 1980s.
- Waiting lists for public, non-profit, and cooperative housing are growing rapidly.

B. The Solution

- A large, stable supply of affordable land is required to ensure the production of a volume of affordable non-profit and private housing significant enough to have an impact on the problem. Continued inflation in the Toronto land market could easily thwart municipal and other efforts to support the Province's goal of doubling non-profit housing production in the next three years. A major initiative in land assembly would contribute to the realization of this goal.

C. Why Downtown?

- The continued existence of a strong downtown is important both for the metropolitan region and the province. A wide range of professional, service and blue collar workers are employed downtown many of whom earn average or below-average wages and who have problems in finding affordable housing within easy reach of their work place. More affordable housing close to downtown makes good social and economic sense.
- Pressure can be taken off the regional transportation system by making more housing available near the centre. In the St. Lawrence Neighbourhood about half the working residents either walk, cycle or take short transit rides to work. Fewer cars and greater use of other public transport options will benefit the downtown environment.
- A basic objective of Toronto's Central Area Plan is to support community diversity throughout the City. The City's support for ethnic and cultural identity, plus its leadership in developing two new neighbourhoods (St. Lawrence and Frankel/Lambert), which are home to a wide range of socio-economic and ethnic groups, are excellent precedents for the proposed neighbourhood.

D. Why This Site?

- Few large areas of underutilized land are still available which can take advantage of an existing infrastructure.

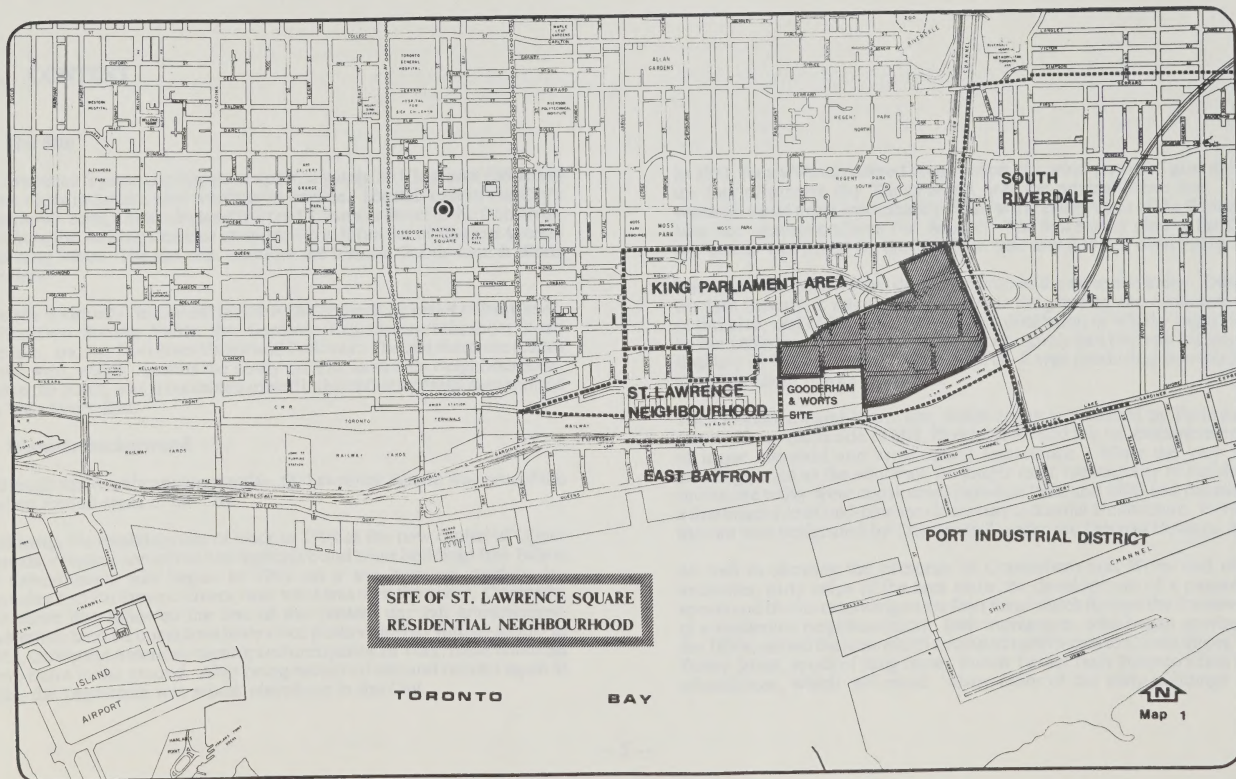
This site has many advantages:


- i) It provides a substantial amount of land well enough integrated with the existing physical and social infrastructure that it is capable of being developed within a reasonable period of time;
- ii) It can be acquired at a price consistent with the objective of developing a community containing a wide mix of incomes and households with a substantial component of non-profit housing;
- iii) It has good access to major sources of employment and services; and
- iv) It is adjacent to the existing St. Lawrence Neighbourhood with its amenities.

With its Central Area location, this area represents a good investment as well. Like the St. Lawrence Neighbourhood, redevelopment of this area, even with a wide mix of residents and considerable non-profit building, is economically viable.

E. Why Expropriate?

- A major new land supply is needed if it is hoped to achieve the non-profit production levels set by the Province. It is needed quickly, and at a price that can be recovered by the development program. Speed is of the essence. Stabilizing land prices is of the essence.
- The non-profit sector has hardly been able to acquire enough sites to maintain production levels necessary to meet the old program goals, let alone the new ones.
- It proved very effective in the St. Lawrence Neighbourhood, an important precedent for this initiative.





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III. CONTEXT

A. The Site

St. Lawrence Square encompasses approximately 26.6 hectares (66 acres) of an older industrial area which is in decline. Located east of the City's downtown core, it extends easterly from Parliament Street to the Don River, and from the Railway Corridor on the south to Front Street, Eastern Avenue and King Street. The site area excludes the historic Gooderham & Worts distillery.

The site is virtually "enclosed" on the south and east by major railway lines, CNR's Don Sorting Yards, the Gardiner Expressway/Lakeshore Road corridor, and the Don River Valley and Parkway. The site therefore relates to the west, which contains the newly built St. Lawrence Neighbourhood, and to the north, which contains a mixed industrial-residential area centred on King Street East.

B. Historic Background

Although not readily apparent today, St. Lawrence Square was one of the earliest settled areas of the City.

Following the establishment of York in 1793 as the new capital of Upper Canada, construction of the first legislative and court buildings (the Palace of Government) was begun in 1794 on a site between modern-day Berkeley and Parliament Streets, near what was then the water. Originally, the shore line followed the line of the present day rail embankment. Successive land fill operations have since pushed the bay further south. In 1813, during the American capture and occupation of York, these buildings were burnt to the ground. After being rebuilt on site and burned again in 1824, the Legislature was rebuilt elsewhere in the City.

In 1831, James Worts ordered construction of a wind-powered grist mill at the foot of present day Trinity Street near the original shore line. The windmill stood near Gooderham's Wharf at the eastern end of the Windmill Line (the western end was Fort Rouille). The first survey plan of the City of Toronto was based on the Windmill Line and it is still used today.

The Gooderham and Worts distillery occupies the same site today. During the 19th Century, it was a major element in the physical and economic life of this area, and of Toronto. In 1837, the distillation of whisky began and by the 1860s the Gooderham and Worts Company had become the largest distillery in Upper Canada. By the 1870s, it was producing one-third of Canada's entire output of alcohol.

The Gooderham and Worts site, which today is bordered by Parliament Street, the northern side of Mill, Cherry Street and the rail embankment, is of major historical and architectural importance. While the very first buildings, such as the windmill, no longer exist, the majority of buildings on the site today were constructed between 1858 and 1878 and constitute a fine ensemble of mid-nineteenth century industrial architecture. In 1976, the site was designated by City Council under the Ontario Heritage Act.

As well as showing the presence of Gooderham and Worts and other industries, early maps of the area show the development of a pattern of streets and blocks extending to the Don River which formed the framework of a residential neighbourhood. Irish immigrants, who began arriving in the 1830s, settled the area which extended northwards to Queen Street. On Trinity Street, south of King Street, Enoch Turner built Toronto's first free schoolhouse, which still exists. Many other of the early buildings and

streets north of Eastern Avenue continue to exist in more or less original form, including Little Trinity Church, part of Trinity Street, Bright Street and Ashby Place. Of special note, on the south side of the intersection of present day Sumach Street and Eastern Avenue was a triangular block that was originally identified on maps as "The Pound", and later (1890 and 1894) as "St. Lawrence Square". It was the farmer's market for the area.

In 1856, the Grand Trunk Railway received permission from the City to construct a rail line along the edge of the harbour to service the industry and shipping. By the end of the nineteenth century, the expansion of the railways had obliterated the residential community south of Eastern Avenue and had covered over much of the original street pattern.

One of the few reminders of the earlier era is the building occupied by the Canary Restaurant at Cherry and Front Streets, which was once a school. The shorelines of the Don River and the bay had also been shifted from their original positions over the years until the area was no longer on the waterfront. A Goads Atlas map of the area prepared in 1923 shows the maximum extent of the rail development that occurred and illustrates an industrial urban pattern that has since changed very little.

During the mid-1970s, directly to the west, the St. Lawrence Neighbourhood was developed on lands which had been formerly industrial but which were then vacant or underutilized. The St. Lawrence Neighbourhood, as developed, is a moderate scale, primarily residential area with a wide variety of tenure and housing types that is within one mile of the Central Business District.

C. The Area Today

The St. Lawrence Square site is a declining area of heavy industry. It contains a variety of uses including old railway yards, a small number of manufacturing plants, and a mix of open storage, warehousing, and

automobile-related uses. A total of approximately 930 persons currently work within the site area.

The dominant uses of the St. Lawrence Square site are rail lines and railway-related uses, such as shipping terminals, warehousing and cartage operations, open storage yards, and vast amounts of associated trackage. The railway-owned lands are mostly located east of Cherry Street, along both sides of Mill Street and Front Street. Of the total 26.7 hectares (66 acres), a full 6 hectares (14.7 acres) is owned by CNR and another 3.6 hectares (9 acres) by CPR (Marathon Realty). A substantial amount of the railway land, especially on the south side of Mill and both sides of Front, appears to be vacant or underutilized, containing obsolete buildings and abandoned vehicles. A major continuing operation is the Schenker Terminals, on the north side of Mill Street, on lands owned by Marathon Realty. These rail-related lands employ approximately 193 persons.

The manufacturing base of the area is weak and contains only a few operations. These include Wickett and Craig, a leather products manufacturer; Canada Packers, a chemical products and nut products operation; and Mill Paper & Levis Paper, which recycle and manufacture paper products. Together, the manufacturing operations account for approximately 4 hectares (10 acres) of land. They employ some 187 people.

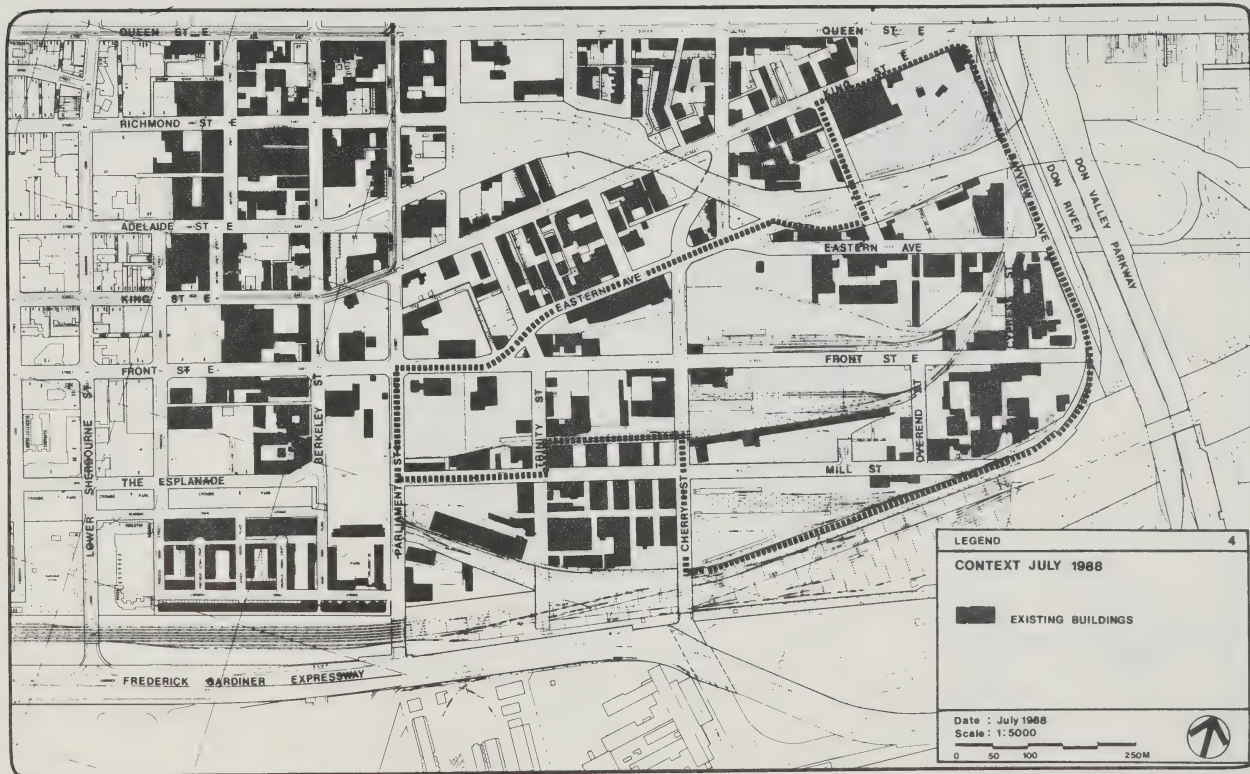
The area also contains a number of non-manufacturing heavy uses such as scrap yards, auto parts wholesalers, automobile and truck repair operations, and a large ready-mix cement operation (McCord). These operations account for 4 hectares (10 acres) of the site and employ about 206 people.

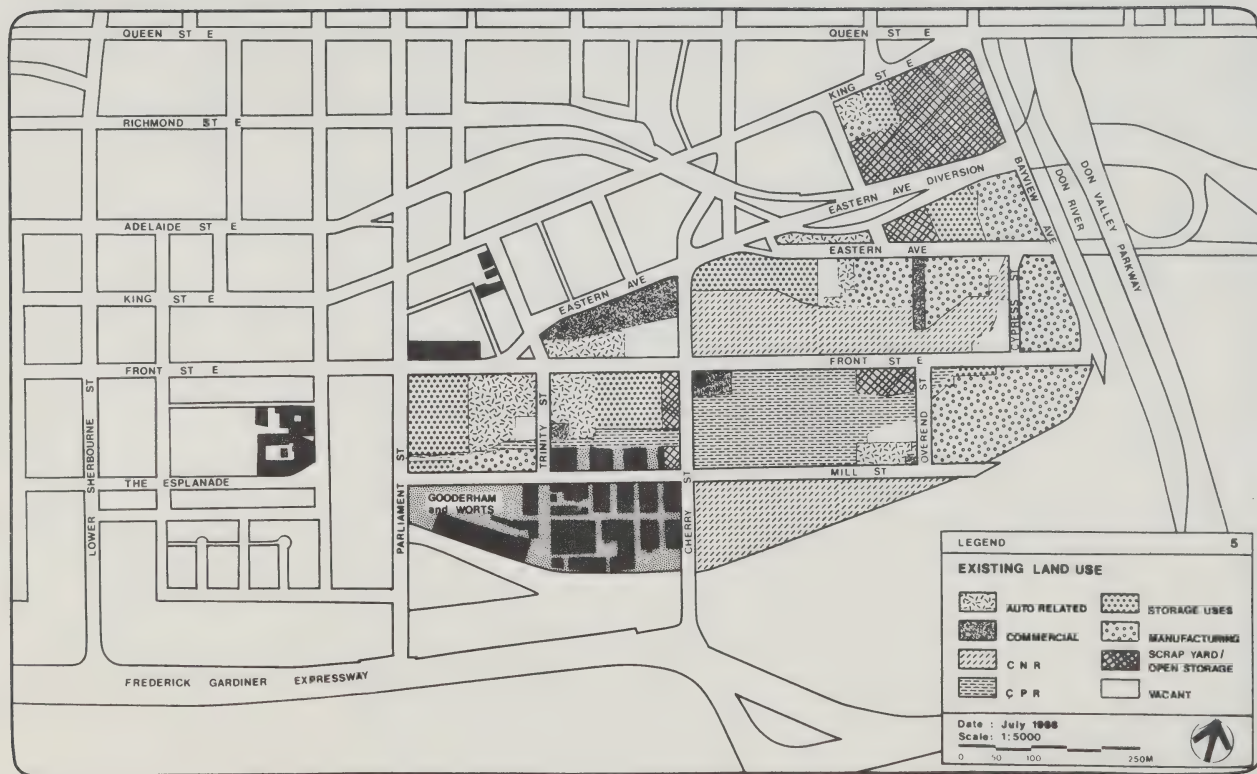
Other uses include warehousing, wholesaling, and automobile dealership operations. These uses are located for the most part on the periphery of the site. Included in this group is a property owned by the City of Toronto, housing the Public Library's service facilities.

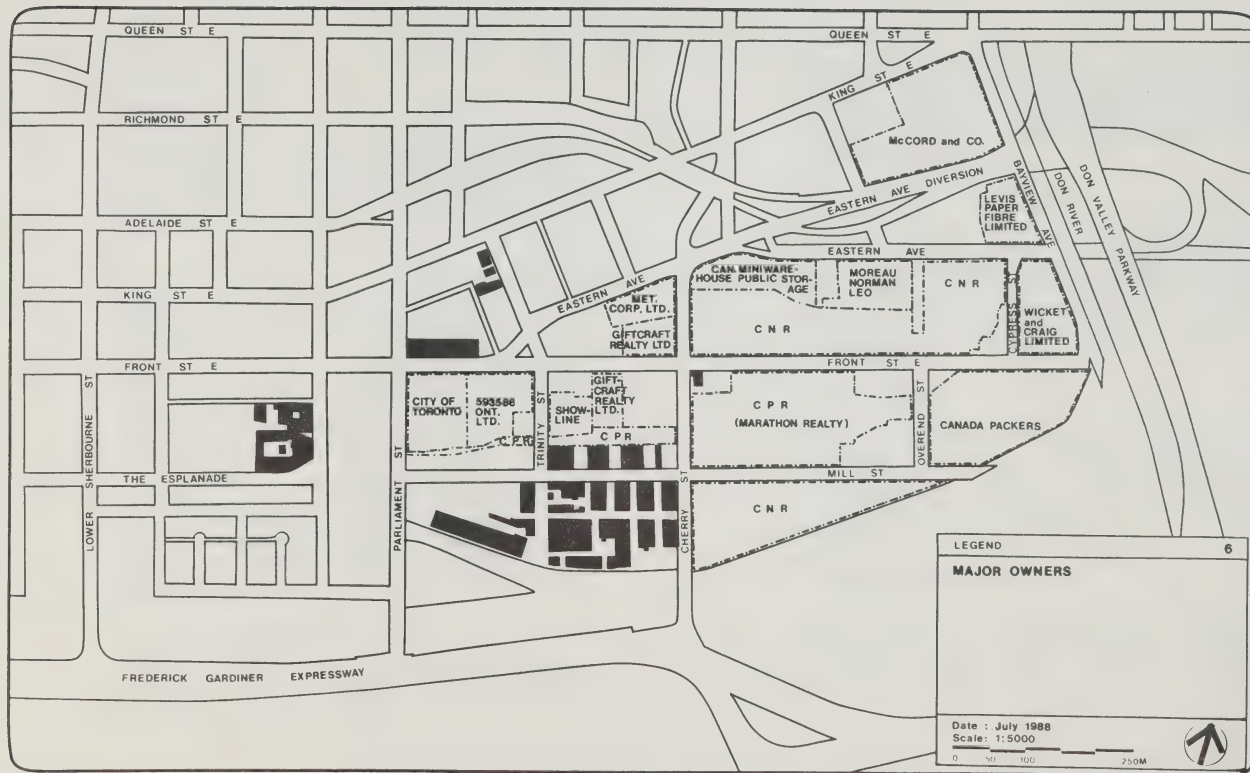
Note:
This Plan is a true representation of the
Canton Plan of the City of Toronto and Liberties now
in the possession of the Corporation of the said City,
prepared by J. C. Clement, Surveyor General of the City and
Liberties, 1834.



1834







D. The Surrounding Areas

1. King-Parliament

The St. Lawrence Square site comprises the most easterly portion of the City's King-Parliament planning district. Despite the policy changes required to implement the St. Lawrence Square community, major policy changes are not forecast for the remainder of the King-Parliament Part II Official Plan Area.

The area north of the St. Lawrence Square site contains stable, low-rise residential sectors interspersed with historic pockets of industry. While development of St. Lawrence Square may accelerate the current transition from industrial to residential use, retention of existing compatible industrial uses continues to form part of the City's overall objectives. However, it is anticipated that once the new community's initial phases are in place, a review of restrictions on retail use along King Street East may be necessary to establish the extent of potentially changed community needs.

Development of St. Lawrence Square will not substantially effect the City's policy priorities for that portion of the Central Industrial District located west of Parliament Street. The Restricted Industrial Area has experienced a significant surge of industrial development over the past few years. The City's objectives will continue to emphasize industrial redevelopment for this area.

2. St. Lawrence Neighbourhood

To the west is the St. Lawrence Neighbourhood, the large-scale land assembly and residential development under-

taken by the City during the 1970s. The success of this neighbourhood in transforming an underutilized area into a vital part of the City and in integrating assisted and private market housing, social services, schools and parks and commercial uses, has proven the benefits of this form of residential development.

3. Gooderham and Worts Site

Although not included in the proposed residential development area, any eventual proposed redevelopment of the Gooderham and Worts site will have to occur in a manner that not only respects the integrity and importance of the historic buildings on that site, but which is consistent and complementary in terms of the form and intensity of development with St. Lawrence Square.

4. South Riverdale

Immediately east of St. Lawrence Square, across the Don River, is South Riverdale. This long-established residential community also includes a significant number of stable industrial uses. The City's objectives for South Riverdale are aimed at improving residential amenities in this community while protecting the traditionally important employment base resulting from local industry.

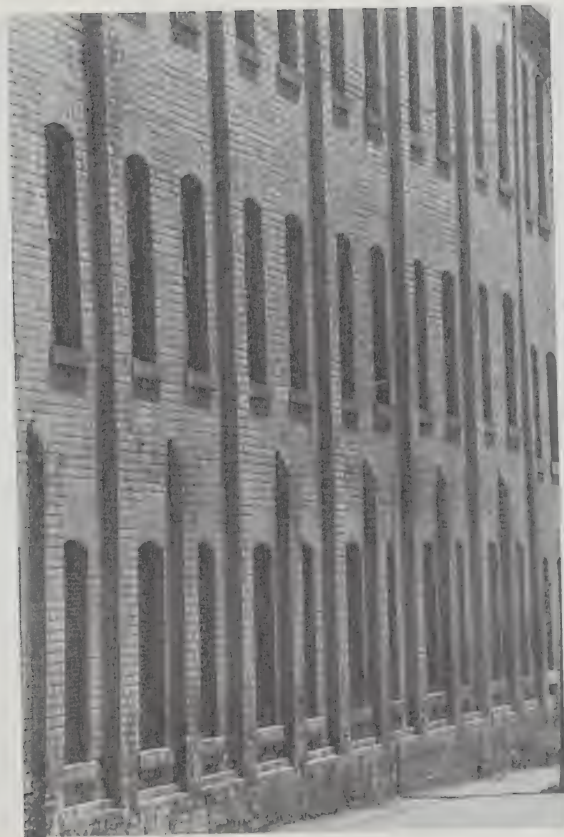
5. Port Industrial District

East of Parliament Street and south of the Rail Corridor is the northern portion of the Port Industrial District. This District is one of the City's major industrial areas and is used primarily for heavy industry, shipping and port-related purposes. With the approval of the Central Waterfront Plan

in May, 1988, City Council reaffirmed this role. This area is now assuming a wider role by also accommodating general and light industry. The Central Waterfront Plan emphasizes redevelopment of the Port Industrial District for cleaner, more environmentally sound industrial uses.

6. East Bayfront

The East Bayfront area, which is located west of Parliament Street, and south from the Rail Corridor to the water, is part of the City's Central Waterfront. It contains a mix of industrial and warehouse uses. The City's objective is to retain the industrial uses that currently exist and to encourage or intensify industrial uses on underutilized lands as long as there is no adverse environmental impact on the adjacent residential areas.









IV. ECONOMIC VIABILITY

A. Development Objectives: Units and Mix

The fundamental objective is to develop a new neighbourhood in Toronto's Central Area and to build on the lessons and successes of other neighbourhoods in doing this. Key elements of the approach will be:

Diversity: Like other City neighbourhoods, St. Lawrence Square should become home to a wide variety of people and households. It should house families, single people, seniors and those with special housing needs.

Tenure: To achieve the broad goal of a mix of tenures, including ownership, St. Lawrence Square should offer a wide variety of housing choices from freehold and condominium ownership to non-profit rental and co-operatives. A wide variety of builders and owners will be involved.

Units: We believe the area can accommodate a development project of between 6,000 and 7,000 units and an eventual population of 12,000 people.

Density and Form: To achieve these development goals will require a wide range of densities for particular parcels as in St. Lawrence Neighbourhood to the west. We anticipate a diversity of form and density ranging from town houses and stacked townhouses through medium-rise apartments to some high-rise apartments. The predominant form will likely be mid-rise apartments with associated lower rise elements, again much as is found in St. Lawrence.

B. Acquisition Strategy

The costs of the land to be acquired through expropriation have been estimated in accordance with the requirements of the Expropriations Act. In addition, since the existing uses and circumstances of individual owners in the area are so diverse, a sensitive and professional approach, initiated without delay, to recognize and mitigate disturbance effects, is required where warranted. These additional costs are, of necessity, somewhat uncertain but are manageable.

Lands within the area which cannot be expropriated will be acquired through negotiation. Other individual existing uses which may be compatible with the proposed development may be permitted to remain.

Following acquisition, significant environmental improvements will be carried out to prepare the way for the area's renewal. These benefits will have a significant effect beyond the immediate area boundaries. This is highly desirable in the interest of maintaining the vitality of the city. Other costs associated with the new community include the provision of hard services (streets, sewers, water).

C. Relocation Strategy

In order to minimize business disturbance, the City will undertake to relocate as many firms as possible over a reasonable period of time. The plan assumes that vacant possession of the sites to be acquired will not be required immediately. This will allow City staff and affected owners a reasonable amount of freedom to work out mitigation measures which may include relocation. Special programs available in some instances will be applicable. Relocation may not be readily available or warranted in some cases.

V. PREPARING A NEIGHBOURHOOD CONCEPT

A. Goals & Objectives

Basic planning goals for the development of the St. Lawrence Square neighbourhood should be:

- to create a diverse and viable neighbourhood;
- to produce affordable housing for a range of income groups: particularly for those of low and moderate income;
- to make significant improvements in the housing environment of that part of the Central Area; and
- to plan and develop the neighbourhood in such a way that it is not isolated, but becomes a natural extension of surrounding neighbourhoods.

The challenge is to take a run-down industrial area and turn it into an attractive, diverse neighbourhood which has both its own identity and strong linkages with adjacent neighbourhoods. To meet this challenge it will be necessary to bring together a number of important concerns including the need to provide a significant amount of affordable housing and a range of tenure types; to provide adequate park and outdoor recreation space as well as indoor community facilities; to preserve important older buildings in the face of large scale new developments; and to protect the livability of the new neighbourhood while providing strong transportation and pedestrian links to surrounding areas. The succeeding sections briefly elaborate on how this challenge might be tackled.

A neighbourhood concept which responds to these goals should involve the following objectives:

- Integration with the existing street grid to establish linkages to adjacent neighbourhoods.
- Creation of new streets to reinforce the existing pattern and create blocks flexible enough to accept a range of development options.
- Creation of a hierarchy of streets.
- Recognition of historic structures within the block pattern.
- Improving the exposure of adjacent historic areas by the introduction of new streets leading to them.
- Parks should be defined by public streets wherever possible.
- Parks should be appropriate for active and passive recreational activities.

B. Creating a Street Plan

To illustrate the viability of a potential neighbourhood within St. Lawrence Square, an illustrative street plan was developed using the various objectives outlined above.

The major elements of this potential street plan are:

- Front Street could become the main street of the St. Lawrence Square neighbourhood. It would be envisaged as a special place having its own strong urban character. It could terminate in a crescent at the eastern edge of the neighbourhood, with visual and pedestrian linkages to the Don River.
- Two new north-south streets could be introduced between Parliament and Cherry Streets to create new opportunities for both views of, and access to, the historic Gooderham and Worts complex.
- Large blocks formed by the existing street grid would be broken down further by the introduction of new north-south and east-west streets to create smaller parcels more suitable to a moderate scale residential neighbourhood. This would provide all buildings with an orientation to public streets - a traditional and successful characteristic of Toronto's neighbourhoods
- Eastern Avenue, which forms part of St. Lawrence Square's northern boundary is a regional traffic route. It is proposed that Bayview be realigned to connect into Eastern Avenue, so that through traffic would skirt the residential area.
- The majority of new streets would be local roads and are expected to have an 18 metre (60 foot) right-of-way. Collector streets such as Front, Cherry, Mill and St. Lawrence Streets would be provided with a 20 metre (66 foot) right-of-way.

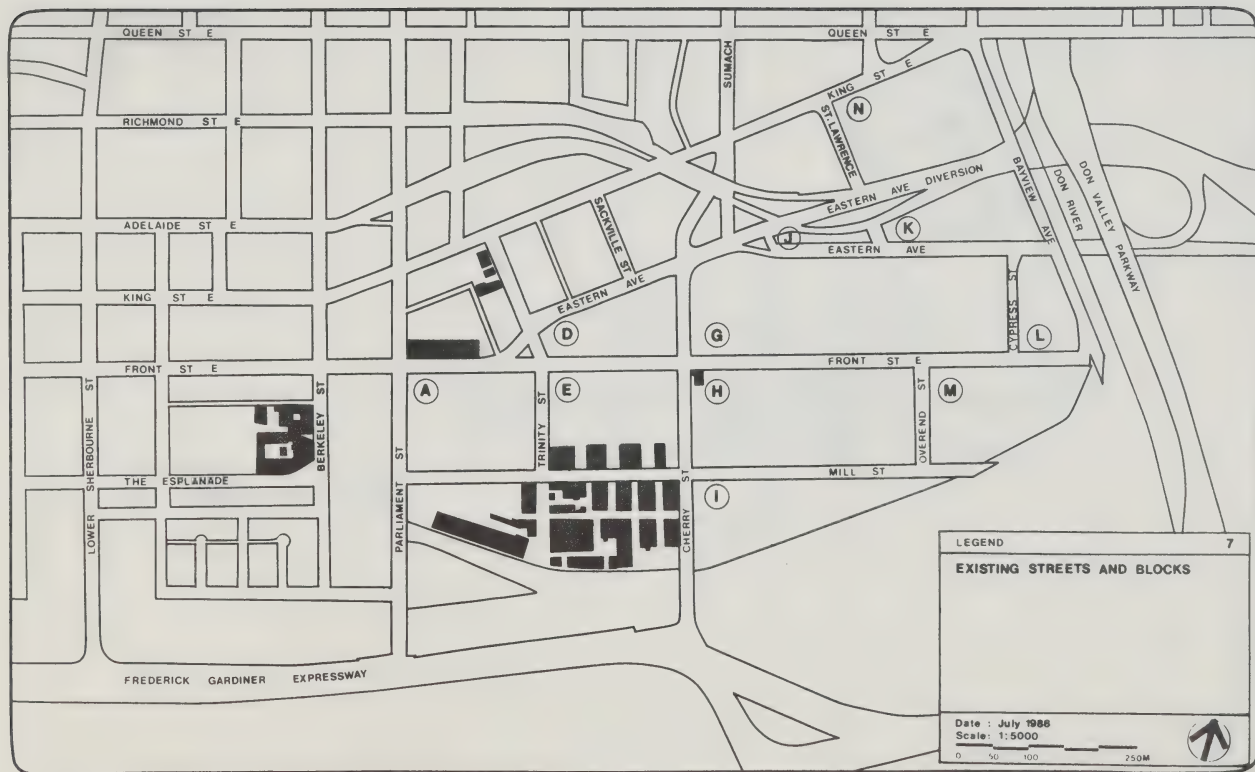
C. Principles for a Block Plan

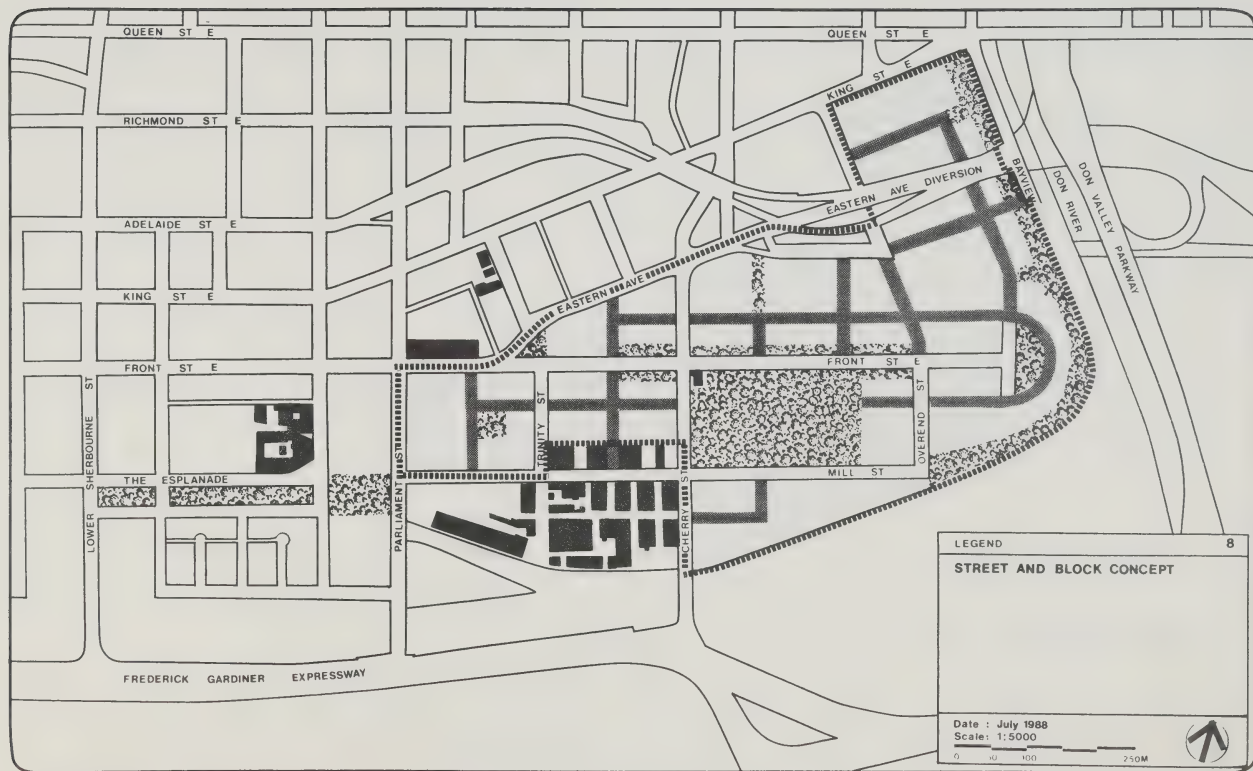
A block plan was developed in conjunction with the illustrative street plan to provide the basis for determining preliminary residential densities and desirable building heights. In general, the block sizes laid out for this

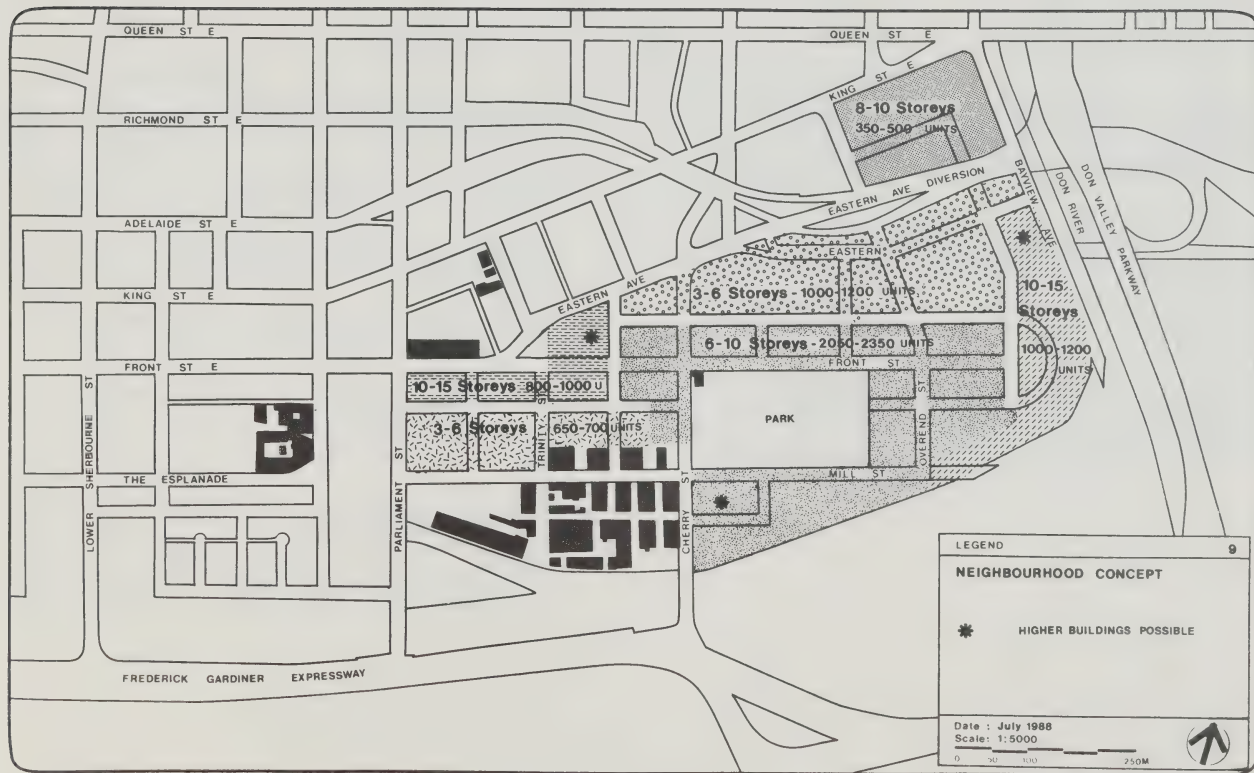
illustration are similar to those found in the St. Lawrence Neighbourhood, and would allow for a variety of development alternatives.

A description of a potential block plan is useful to illustrate how the community could be spatially organized over the site. Major elements, using the St. Lawrence Neighbourhood model, could include the following:

- Blocks on either side of Front Street could be long and shallow to accommodate apartment buildings of a scale similar to those along The Esplanade in the St. Lawrence Neighbourhood.
- North and south of these shallow blocks could be deeper blocks which would offer flexibility in terms of building types and forms, and could be the location for slightly lower building heights. These wider blocks could be further subdivided by additional north-south streets to develop townhousing - although such a low density form of development would substantially reduce the number of residential units that could be created on any one block.
- An easternmost development parcel could be designed to create a formal crescent of buildings to terminate Front Street in a special way. The buildings could be sited to allow pedestrian access through to parkland which eventually may line the banks of a rehabilitated Don River.
- Blocks adjacent to the elevated ramps of Richmond and Adelaide Streets would likely be best allocated to commercial/light industrial uses which could act as a buffer between the elevated roadways and the residential area.
- Similarly, residential buildings built on the lands south of Mill Street and east of Cherry Street which back against the rail corridor, would have to act as a buffer between the main residential community and the tracks.







D. Parks and Open Space

Parks and other public open spaces are basic elements within the City and, by their special character, they often come to be the identifying features of many neighbourhoods.

The design of a park and open space system for St. Lawrence Square should realize four specific principles. These are:

- The creation of a large focal neighbourhood park of between 8 and 10 acres in size for a variety of both active and passive recreational activities in the new community;
- The creation of other smaller parks and open spaces associated with development parcels in the east, west and northeast sectors of the community to meet the needs of residents;
- The potential to instigate long-term recovery of the west bank of the Don River as a desirable urban open space corridor; and
- The creation of open space linkages with the existing residential areas to the north and to the west.

Public parks will be a significant component of the new community amounting to between 11 and 13 acres in total. The illustrative community concept shown on the attached maps gives one example of how the four principles outlined above can be fulfilled. This initial concept includes both a focal major park as described above plus smaller public parks in the sub-areas and open space potential adjacent to the Don River.

E. Community Form

St. Lawrence Square will be primarily a residential development of moderate scale and intensity with parks and open space, comparable to the St. Lawrence Neighbourhood to its west. Initial study indicates that approximately 6,000-7,000 residential units can be accommodated on the site in this form.

Land uses and densities along the edge of the neighbourhood area should integrate these lands with the character of adjacent areas to the north and west and deal with the constraints imposed by the rail corridor to the south.

Retail uses may be appropriate at grade along certain major streets, and commercial or light industrial uses may also be appropriate in some locations to buffer the site from elevated roads.

In general it is envisaged that residential development need not exceed the 10-storey height of the St. Lawrence Neighbourhood, although it is anticipated that some sites may be appropriate for residential development at a higher scale owing to special site conditions or urban design criteria. The Neighbourhood Concept Map shows one illustration for anticipated unit counts and building heights across the site area.

Facing Page: The Banks of The Don River



VI. PLANNING AND DEVELOPMENT CONSIDERATIONS

A. Environmental Improvement

The proposal to revive St. Lawrence Square as a residential neighbourhood creates an opportunity for significant environmental improvements in an area where the environment has been degraded by decades of industrial use. In particular, this proposal provides for restoration of soils to an acceptable quality for residential use and for the elimination of certain point sources of air pollution.

The City of Toronto Environmental Protection Office (EPO) has estimated the nature of and costs of upgrading the St. Lawrence Square neighbourhood to meet acceptable standards for residential and other planned uses. Since this neighbourhood and the surrounding areas have been largely industrial for many years, the EPO has reviewed previous land uses at the site since 1880 that could have been responsible for environmental impacts, as well as modern uses off-site that could be affecting the site today.

The southern boundary of the St. Lawrence Square neighbourhood generally follows the original Lake Ontario shore line. The only lake filled land is at the south eastern edge of the site. The EPO's investigation of previous industrial uses relied on Goad's Fire Insurance Atlases and Might's Industrial Directories to locate and identify industries that were located on the site. This investigation gives a clear picture of where potential contamination from previous uses could have impacts on planned uses in St. Lawrence Square (e.g., a segment of parkland on the site of a former tanner), and thus, a preliminary sense of the scope of remediation that might be required. In addition to industrial sources of soil contaminants, the Eastern Avenue ramp has been identified as a likely source of fall-out particles from vehicle emissions onto soil below the ramp.

An analysis of ambient air quality in the St. Lawrence Square area has identified several existing and potential sources of emissions that might impact upon St. Lawrence Square air quality. There are several odour-producing industries to the south and east of the site. Further investigation of this matter is appropriate.

A scan of proposed sources of atmospheric emissions in the neighbouring area has identified four projects that could potentially affect air quality in St. Lawrence Square when they are implemented. These are: the City of Toronto's proposed Refuse Fired Steam Plant, the proposed Trintek Systems Inc. energy-from-waste plant, the proposed Hospital Council of Metropolitan Toronto shredding/disinfection facility, and Ontario Hydro's Hearn Generating Station, which could be restarted by Ontario Hydro in the future. With the exception of the Hearn Generating Station (which has the necessary approvals), and the Hospital Council facility (which has been granted a six-month conditional approval for demonstration testing), these projects are being reviewed for approvals by the Ontario Ministry of the Environment. Although it is unlikely that any of these projects would have significant impacts on St. Lawrence Square once implemented, it may be appropriate to request additional materials supporting their respective applications for environmental approvals to address any impacts on St. Lawrence Square.

The EPO's preliminary analysis of environmental considerations associated with the St. Lawrence Square redevelopment has estimated the costs of restoring the soil to a quality acceptable for the planned uses. In the absence of analytical data on the extent and nature of soil contamination, estimates have been made assuming the best and worst case options. It

is estimated that if all of the soil is found to be acceptable for use on the site (as topsoil or back fill and/or to raise the grade above the floodplain), the cost of remediation (including testing, excavation and transportation) would be approximately \$3.3 million. If all of the soil is found to be hazardous waste, then the cost of clean-up would also include transportation to a hazardous waste facility, disposal, and replacement with clean fill. This worst case scenario results in an estimate of \$32.5 million. It is likely that the actual cost of clean-up will fall between these two figures. These figures include a reasonable percentage for contingency costs (e.g., discovery of underground tanks containing hazardous wastes would involve unanticipated expenses), and a percentage to cover project management.

The investigation described above is a preliminary, selective analysis of environmental conditions affecting the St. Lawrence Square development. To adequately address the full range of environmental issues related to the development, an environmental overview study should be completed in the near future, preferably prior to completion of the Part II Plan. This study should identify key environmental concerns related to:

- air quality;
- soil quality;
- storm water;
- noise and vibration; and
- risk analysis of injury or damage from accidents on road and rail corridors.

Key concerns should then be the subject of intensive issue studies by acknowledged experts, resulting in recommended remediation strategies at appropriate stages of development. Specific requirements for issues

studies, which would include a block-specific soil quality analysis and fill management program, could be included in the Part II Plan for St. Lawrence Square.

In conclusion, the preliminary analysis by the EPO of environmental conditions affecting the St. Lawrence Square redevelopment suggests that the situation is manageable, and the estimated costs are within reason for a project of this scale.

B. Flood Plain/Water Table

The entire St. Lawrence Square site is within the maximum 350 year flood-line established by Hurricane Hazel. This flood-line also includes much of the existing City south of Queen Street and as far west as Parliament. The City and the Metropolitan Toronto Region Conservation Authority are considering a 'special policy area' designation for this broader sector of the City which will result in standards for development and flood-protection. It is anticipated that these standards will be applied to redevelopment of this site.

The St. Lawrence Square site was at one time directly adjacent to Toronto Bay and the Don River. The site also contained areas of marsh land in its southeast sector. The water table is therefore likely to be comparatively close to the surface over much of the site. This factor can be addressed through accepted and well-tested construction techniques.

C. Public Transportation

The St. Lawrence Square site has significant advantages from a transportation planning perspective. Increased residential development in the City's Central Area provides the opportunity for more homes to be placed closer to jobs. The advantages of this relationship include a redirection in the rate of increase of long-distance commuting; higher transit use; a greater walk-to-work component; and a reduction in parking demand within the Central Area.

For example, development of 6,500 units in St. Lawrence Square could result in up to 6,300 residents who work in the Central Area and consequently a reduction of up to 6300 persons who otherwise would commute from the wider region.

This leads to 1600 less peak hour auto trips into the Central Area - thereby reducing congestion on the Gardiner Expressway, Don Valley Parkway and other arterials. Also this example could result in up to 1,000 fewer peak hour transit trips to the Central Area - thereby providing some relief to the Yonge/University and Bloor/Danforth subway lines and other major surface routes.

An estimated further 3,200 residents would be travelling in a direction opposite the peak flows - where residual capacity exists in the transportation system.

St. Lawrence Square would generate a small employment base as well on lands not suited to residential use. The initial review resulted in a projected 1,500 persons employed over the site area. The transit and auto trips generated from this potential employment base can be accommodated on surface transit routes and neighbouring arterial roads.

Development of St. Lawrence Square would involve certain transportation improvements the major elements of which are projected below:

- The Bayview Avenue Extension could be realigned to re-establish the direct connection to old Eastern Road;
- The old Eastern Avenue intersection could be re-configured to permit a left turn to westbound Eastern Avenue, thereby making it a continuous route connecting the Bayview Avenue Extension to the Downtown;

- The connection between Bayview Avenue extension and Front Street could be eliminated, thus protecting the integrity of Front Street as the principal street in St. Lawrence Square (similar to the Esplanade in St. Lawrence Neighbourhood); and
- For Cherry Street, options to prohibit/re-route heavy trucks now travelling north of Lakeshore Boulevard could be developed in order to protect residential amenities in both the new neighbourhood and existing areas to the north.

Transit improvements would also result from development of St. Lawrence Square, resulting in access benefits to adjacent areas as well. Such improvements could include:

- Introduction of a Front Street East bus route to serve both St. Lawrence Square and the existing St. Lawrence Neighbourhood thereby providing direct access to the downtown including Union Station; and
- Possible modifications to the Parliament and/or Pape bus routes to serve the new community.

D. Supporting Facilities

In the initial phases of development, the St. Lawrence Square community will be able to rely on existing school, social and recreational services located either north of the site or in the St. Lawrence Neighbourhood. The multi-faceted work to be undertaken to develop a full community concept will involve ensuring that a full range of services is accessible to the new neighbourhood.

A new elementary school will likely be required and should be located on a building site which maximizes joint use of the active park space within the neighbourhood. Other needs may include a day care centre, a nursery school, a community centre, etc.

Public utilities for the area will require both new installations and the upgrading of existing under-road services. These requirements have been addressed in determining the economic viability of the project.

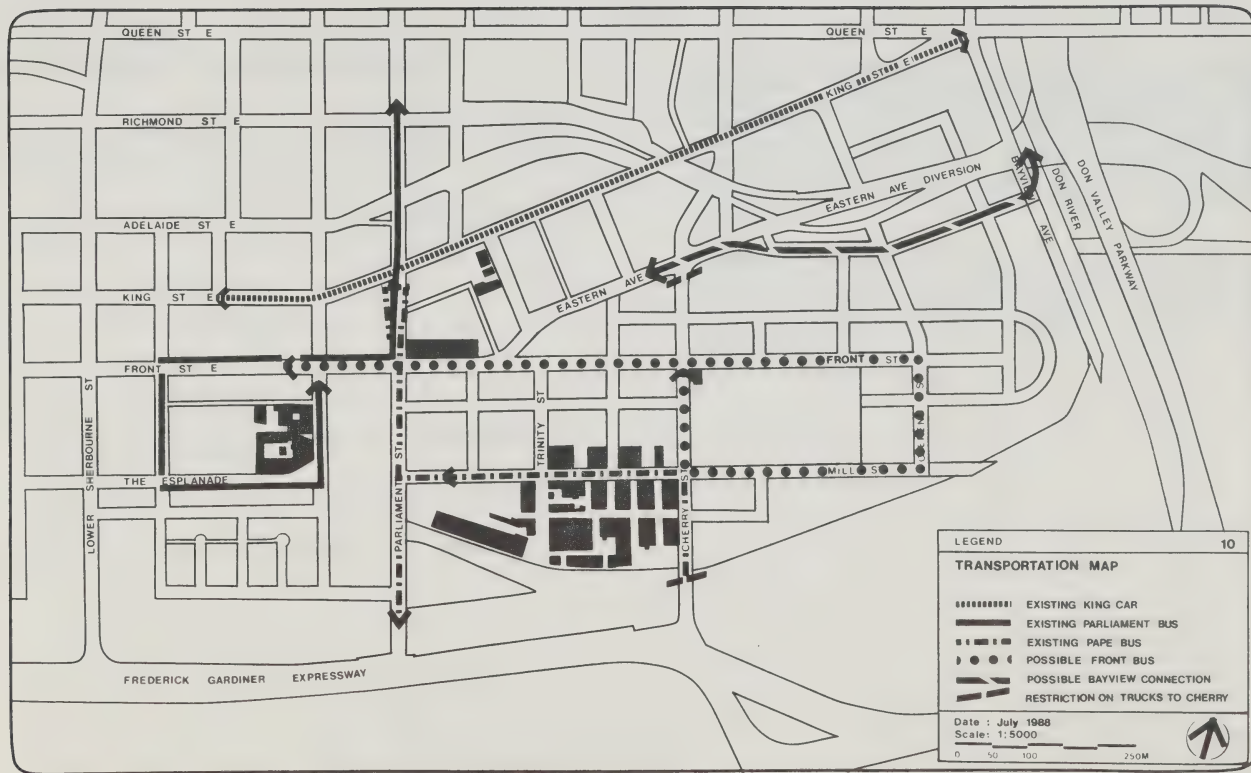
E. Historic and Archaeological Strategy

The St. Lawrence Square site contains only one listed historic structure, a former school which is now a restaurant at Cherry and Front Streets. However, the new community will also be adjacent to the Gooderham and Worts complex of significant historic buildings. An integral part of planning studies for this new community will be the development of a strategy for surveying and highlighting the historic and archaeological significance of the area.

F. Phasing

In general, it is expected that phasing will occur from west to east, which means that new development will always be adjacent to the existing previously built-up area. This approach is supported by the findings of the City's Environmental Protection Office which at this point suggest that no serious problems of contaminated soils are likely to be encountered west of Cherry Street.

The eastward movement of development should generally centre on Front Street as the main street of St. Lawrence Square, with areas to the north and south proceeding as demand dictates. The development of "buffer" buildings against the Eastern Avenue flyover and the rail corridor on the south would not likely to be a prerequisite to the development of the bulk of the residential lands.



VII. PROCEEDING TO IMPLEMENTATION

Following the decision to proceed with acquisition, City officials, in consultation with the Province, will move quickly to develop the community concept. The next steps will include:

- Preparation of an Environmental Overview Report, building on the initial work undertaken by the City's Environmental Protection Office;
- A parks and open space strategy;
- A public utilities servicing strategy;
- A roads, transportation and public transit strategy;
- A community services strategy;
- A strategy to involve the existing community in the planning and development of the neighbourhood;
- Development of phasing and community form, mix and tenure objectives; and
- Comprehensive Official Plan and Zoning By-law amendments for the site.

If exorbitant prices are not to be paid, preliminary decisions to investigate and proceed with this land assembly cannot be made in public. Such decisions must be made on the basis of a well-developed feasibility study of such a major project. A basic principle has been that this new community must be sympathetic to, reflect, and build on the strengths of the existing residential areas adjacent to the site. The City's commitment to open decision making and full public consultation will form an integral part of the eventual public review of the Official Plan and zoning amendments for the site.

The initial community concept illustrated in this report provides an opportunity for government to work towards solving a severe housing crisis in an innovative and exciting manner. The public sector development being proposed builds on the success of the St. Lawrence Neighbourhood and, in combination with that existing community, is probably without parallel in any Canadian city.

Facing Page: Looking West to The Downtown



VIII. APPENDIX

LIST OF PROPERTIES IN ST. LAWRENCE SQUARE (*Refer to Map 7 for location of blocks*)

All ownerships are subject to confirmation following a detailed title search.

All site areas shown are to be checked by a site survey.

BLOCK A

ADDRESS	OWNER OWNER'S ADDRESS, if different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
281 Front E	Toronto City (Toronto Public Library) (Parking Authority)	103,237	52,342.4	3	warehouse/parking	storage	4799-other storage and warehousing
321 Front E	593586 Ontario Ltd. (Toronto Dodge Chrysler)	90,169	25,153	49	new auto sales	sales or hire garage-C1,C2,C3 I2,I3,IC	4799-other storage and warehousing
60 Trinity	Consumers Gas Co. Ltd.	10,890	3,816	0	Consumers Gas feeder station storage		4799-other storage and warehousing
50 Trinity	Price Stanley J.	3,485	2,932	21	paper recycling & paper products	paper products factory- C3,C4,I1,I2,I3,IC	5929-paper & paper products factory
18 Trinity	Mill Paper Fibres Ltd.	18,731	21,920				
42 Mill	Mill Paper Fibres Ltd.	14,375	14,270	13	foods distributor wholesale	food wholesaling establishment- C2,C3,C4,I2,I3	5213-food wholesale
43 Parliament	Marathon Realty Co.Ltd. (Alpine Food)	12,632	9,969				
TOTAL		253,519 (5.8 acres)	130,402.4	86			

BLOCK D

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq.ft)	GFA (sq.ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
45 Eastern	Met Corp. Ltd. (Elite Carpets) (Downtown Tennis & Health)	74,052		50 23	retail store health club	retail store-C1 club-C1A,C1S,C1	9600-amusement services unclassified
390 Front E	Giftcraft Realty Ltd. 373 Front St.E. (vacant)	46,170	0	0			
360 Front E	Frohlich Hans c/o Cummins Auto Body Ltd.	24,829	9,184	5	truck repair/ autobody	motor vehicle repair shop, class B-I3,C2,C3,C4,I3	5520-motor vehicle parts
350 Front E	Kestenberg Betty 350 Front E (Fairway Auto) (Discount Car Rentals)	23,087	13,985	16	autobody shop	motor vehicle class B-I3 C2,C3,C4,I3	5520-motor vehicle parts
346 Front E	Merkur Morton c/o Weaver Liquifuels (XL Service Station)	3,920.4	2,714	4	gasoline station	automobile service station-C1,C2,C3 C4,I2,I3,I'C	
Total		172,062.4 (4 acres)	*25,883	98			

* — Incomplete

BLOCK E

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq.ft)	GFA (sq.ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
53 Trinity	Marathon Realty Co. Ltd. Showline Ltd. 308 Jarvis	30,000		20	film studio	film studio- C1,C2,C3,C4 I1,I2,I3,IC	9610-motion picture A/V Prod.
65 Trinity	Showline Ltd. 308 Jarvis	27,461	26,970				
345 Front E	Beverly Hills Motors Alfra Investments 373 Front E	21,780		3	auto body	motor vehicle repair shop - Class B, C2,C3,C4,I3	5520-motor vehicle parts
373 Front E	Auld York Cars Giftcraft Realty Ltd. 373 Front E	58,806	33,514	80	assembly whole- saling giftware	wholesaling establishment general - C2,C3,C4 I1,I2,I3,IC	599-other products
393 Front E	Canada Post Corp.	21,981		0			
397 Front E	Wolfe William 401 Front E (Wolfe Iron & Metal)	7,405	1,539	8	scrapyard	salvage yard - C4,I4	5919-waste materials wholesale
434 Cherry	Wolfe William 401 Front E (Wolfe Iron & Metal)	14,375	2,228		scrapyard	salvage yard - C4,I4	3099 - other metal fabricating
90 Mill	Gold Nettie 424 Cherry (Cherry Hill Iron & Metal) (H. Bader)	9,950	731	12	scrapyard	salvage yard - C4,I4	3099 - other metal fabricating
60 Mill	Gooderham & Worts Ltd. Box 372, Terminal A (Canadian Government Excise & Bonding)	49,700	31,878	0	warehouse	storage warehouse Class A - C2,C3,C4 I1,I2,I3,IC	4799 - other storage and warehousing
TOTAL		557,512	*96,860	123			
		(12.8 acres)		— 23 —			

* – Incomplete

BLOCK G

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq.ft)	GFA (sq.ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
145 Eastern	Canadian Mini Warehouse 1575 Trinity Drive	95,254.4		2	public storage	storage warehouse, Class A-C2,C3,C4	4799-other storage & warehousing
169 Eastern	Moreau Norman Leo	100,624	85,255	30	autobody	I1,I2,I3,I4 motor vehicle repair shop, Class B- C2,C3,C4,I3	5520- motor repair vehicle parts
	85 Merryfield Dr. (Herman Motors) (MSR Inc.) (Qualitype) CN			28	office	office - C1	7799-other business services
195 Eastern		60,111	35,579	27			2611-heavy manufacturing
	(Inline) CN			2			
197A Eastern	(Kim Snyder) (Ivor Sharp) (Acme Landscape Design) (G.Ryan Design Inc.) (Inline Systems)	12,712		2	office, design & consulting services	C1	7799-other business services
				40			
				16			
				26			
199 Eastern	CN (Levis)	5,403	2,449.3				
225 Eastern	Marathon Realty (vbacant)	5,227	0	0			
W. side Cypress	Wickett & Craig Ltd. (vacant)	1,742	0	0			
67 Cypress	Canada Packers (vacant)	7,841	0	0			

BLOCK G (cont'd.)

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq.ft)	GFA (sq.ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
16 Cypress	Wickett & Craig Ltd. (vacant)	3,485	0	0			
526 Front E	Canada Packers Ltd. 7200 St. Clair W	13,939	0	0	storage of bins	open storage yard - C2,C3,C4,I2,I3	
500 Front E	Marathon Realty Co. Ltd. (vacant)	4,356	0	0			
453 Cherry	CN (CN Police)	290,922.6 (6.7 acres)	5,598	28	railway		
TOTAL		600,617	128,881.3 (13.8 acres)	199			

* – Incomplete

BLOCK H

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
409 Front E	Wolfe Joseph	16,988.4	31,326			eating establishment- C1,C2,C3,C4,I,IC	7799-other business services
	409 Front E. (Canary Restaurant)			5	restaurant	-misc. light	
	(Photo Design)			3	offices	manufacturing plant- C3,C4,I1,I2,I3	
					light manufacturing	office-C1,IC	
	(Lightworks Production)			2			
	(Stage Sound Productions)			3			
	(Butler Roberts Furniture)			15			
	Marathon Realty Ltd.(CP			6	auto wrecker	salvage yard- C4,I4	5520-motor vehicle parts
	(Ace Auto Supply)						
	Hansen Cartage	26,783	5,309		office building	office building- C1,C1A,C1S,IC	
2 Overend	Canada Packers	51,564.3	45,787				
	Hansen Niels			30	cartage	cartage yard- C3,C4,I3	4561-truck transport industries
419 Cherry	Marathon Realty Ltd. (Schenker Cherry Mill Terminal)	357,410			railway terminal operations	shipping, trans- shipping or distrib. depot-C3,C4	4561-truck transport industries
TOTAL		452,745.7 (10.4 acres)	*51,096.6	64			

* -- Incomplete

BLOCK I

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
391 Cherry	CNR Maritime Forwarding Ltd. (Carload Centre) Anthes Storage	274,428 6.3 acres	wooden sheds (obsolete) no g.f.a. figures available	20 26	obsolete terminal bldgs./ operating terminal storage and/or storage of building materials	shipping,trans- shipping or distributing depot -C3,C4 open storage yard -C2,C3,C4,I2,I3	4561-truck transport facilities 4799-other storage & warehousing
TOTAL		274,428 (6.3 acres)		46			

BLOCK J

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
104 Eastern	Metro Toronto	5,466.8	0				
150 Eastern	Collia Antonietta Meet Zaheer (Matchless Auto Body)	4,792	3,563	2 2	auto body shop	motor vehicle repair shop- class B-C2,C3,C4,I3	5520-motor vehicle parts
158 Eastern	Star Automatic Transmission	4,858.8	3,709.5		auto repairs repair	motor vehicle repair shop, class A-C1,C2,C3 I1,I3	5520-motor vehicle parts
2 St. Lawrence	Canada Auto Glass	4,864	5,326.9		auto repairs - specialized	automobile service and repair shop - C1,C2,C3, C4,I2,I3	5520-motor vehicle parts
TOTAL		19,981.6	12,599.4	*4			

* – Incomplete

BLOCK K

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
170 Eastern	Canada Rag & Metal Inc. 190 Eastern	15,682	6,059	10	scrap yard	salvage yard-C4,I4	5916-waste materials wholesale
200 Eastern	Season Produce Inc./ Yu Raymond 468 Gerrard E.	12,823	7,500		food wholesaling	food wholesaling & storage warehouse class A C2,C3,C4 I1,I2,I3,IC	5219-other food wholesale
216 Eastern	Lensland Inc.	17,690	6,066		photography services	artist's or photo- grapher's studio-C1, C2,C3,C4,I1,I2,I3,IC	7799-other business services
226 Eastern	The Levis Paper Fibres 199 Eastern	45,302	24,340	20	paper recycler	paper products factory C3,C3, I1,I2,I3,IC	4799-other storage & warehousing
TOTAL		91,497 (2.1 acres)	43,965	*30			

* – Incomplete

BLOCK L

ADDRESS	OWNER OWNER'S ADDRESS, if different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
1 Cypress	Wickett & Craig Ltd. 100 Bayview (The Leather Warehouse Ltd.) 9Wickett & Craig Ltd.) (Divisions of United Canadian Shares Co.)	104,544	116,969	76	tannery, leather products-C3,C4,I1, I2,I3,IC	tannery-C4,I4	1711-leather & allied leather goods factory
TOTAL		104,544 (2.4 acres)	116,949	76			

BLOCK M

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
515 Front	Canada Packers Ltd. 2200 St. Clair W (Canada Packers Chemicals (Canada Packers Nut Products) (Federated Cold Storage)	249,163 (5.72 acres)	410,889		nut products manufacturing, chemicals storage C3,I2,I3	misc. vegetable food products factory class B-C2,C3, C4,I2,I3	1099-food & beverage processing 4799-other storage & warehousing
				38			
				32			
TOTAL		249,163 (5.7 acres)	410,889	70			

BLOCK N

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA (sq. ft.)	GFA (sq. ft.)	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
589 King E	460699 Ontario Ltd 587 -589 King E (The Body Shop) (Repro)	15,385	15,372	3	autobody photography services	motor vehicle repair shop-class B C2,C3,C4,I3 artist's or photo- grapher's studio- C1,C2,C3,C4, I1,I2,I3,IC batching & mix concrete yard- C2,C3,C4,I2	5520-motor vehicle parts 7799-other business services
605-635 King E	McCord & Co.	279,231	34,415	110	ready-mix concrete		3551-ready-mix concrete
645 King E	611 King E. (Wholesale Flower Market) Mandarino Jay (Landscape Inc.)	3,485		15	photography services	artist's or photo- grapher's studio- C1A,C1S,C1,C3 C4,I1,I2,I3,IC	
TOTAL		232,6282 (6.8 acres)		128			

BLOCK P

ADDRESS	OWNER OWNER'S ADDRESS, If different (BUSINESS NAME/OCCUPANT)	LOT AREA	GFA	TOTAL EMPLOYMENT	USE DESCRIPTION	ZONING CLASSIFICATION	S.I.C.
554 Lakeshore E	Maple Leaf Mills Ltd. (Gordon Young)	71,438	39,662	100	rendering plant	animal by-products plant C4,I4	1053, 1011 - flour, prepared cereal, food and feed
	(Fluid Express Lines)			14	transport service	shipping, trans-shipping or distributing depot, C3,C4	4561 - general freight trucking



